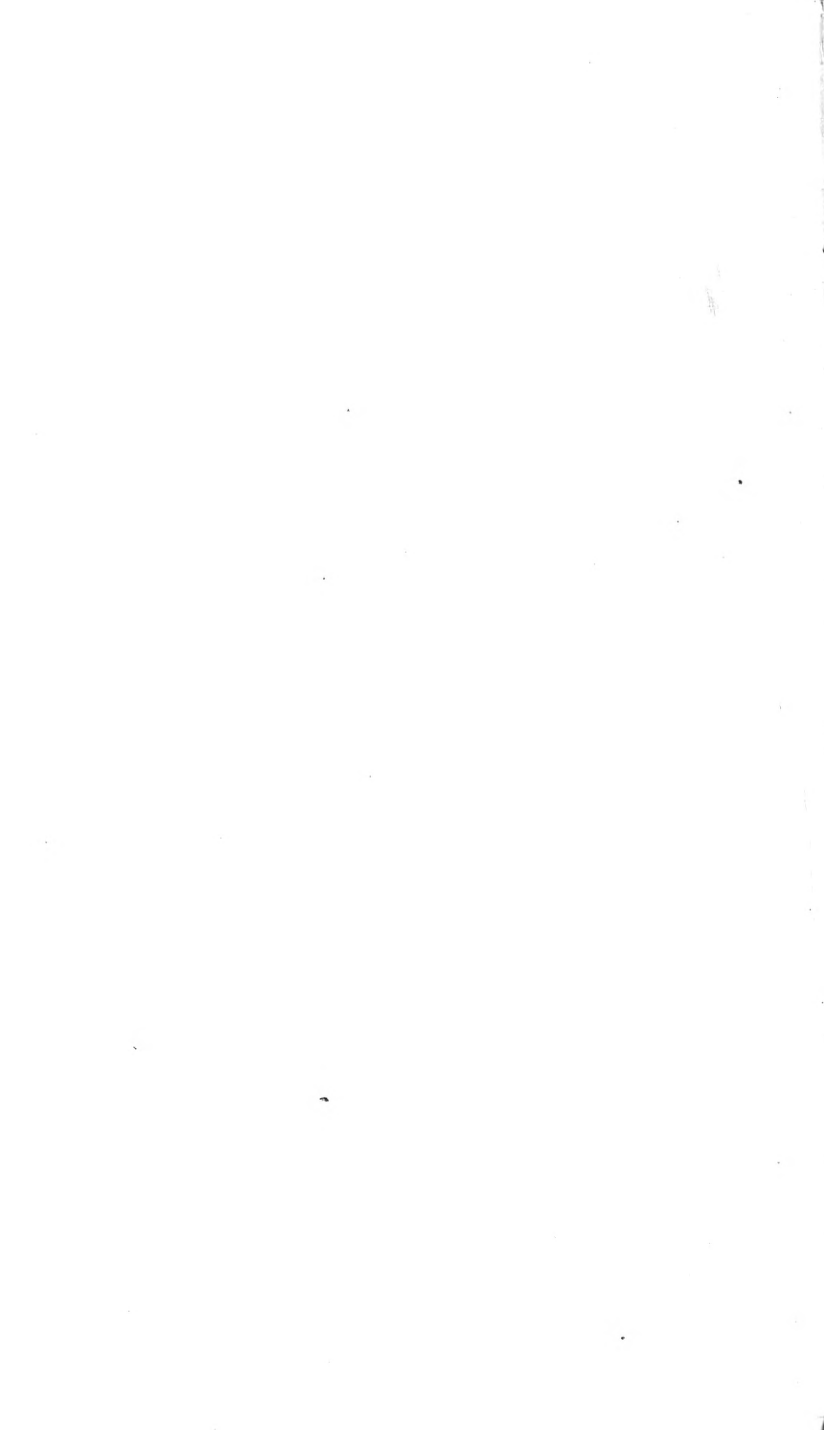


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TWENTY-FOURTH

ANNUAL REPORT

OF THE

Inspectors and Superintendent

OF THE

ALBANY PENITENTIARY,

WITH THE

ACCOMPANYING DOCUMENTS,

MADE

DECEMBER 11, 1872.

WITH

REPORT IN RELATION TO THE INTERNATIONAL
PENITENTIARY CONGRESS.

ALBANY :
J. MUNSELL, 82 STATE STREET.
1872.



TWENTY-FOURTH ANNUAL REPORT.



PROCEEDINGS OF THE JOINT BOARD.

DECEMBER 11, 1872.

At a Joint Meeting of the Mayor and Recorder of the City of Albany and the Board of Supervisors of the County of Albany, held December 11, 1872, at the City Hall, in pursuance of the act of the Legislature, for the construction of a Penitentiary in the county of Albany, passed April 13th, 1844:

Present — The Mayor, Recorder and all the Supervisors.

On motion of Mr. Griggs, his Honor Mayor Thacher was unanimously chosen as President, and Hon. W. H. Greene, Recorder, as Secretary.

Hon. W. A. Young then read the Annual Report of the Inspectors, and Gen. Pilsbury's Report of the International Prison Congress.

Mr. Griggs offered the following :

Resolved, That the report of the Inspectors of the Albany County Penitentiary be accepted by this Joint Board, and that the same be placed on file.

Adopted.

Mr. Sill offered the following :

WHEREAS, The term of office of Gen. Amos Pilsbury, Superintendent of the Penitentiary, expires on the 1st day of March next ; therefore :

Resolved, That Amos Pilsbury be, and he hereby is, re-appointed Superintendent of the Albany Penitentiary for the term of three years from the first day of March next, 1873.

Unanimously adopted.

Mr. Craven offered the following :

WHEREAS, The term of office of Eli Perry, one of the Inspectors of the Penitentiary, expires on the 1st day of March next, therefore :

Resolved, That Eli Perry, of the city of Albany, be and he is hereby reappointed Inspector of the Albany County Penitentiary, for the term of three years, from the 1st day of March, 1873.

Adopted unanimously.

Mr. Ten Eyck offered the following :

Resolved, That the thanks of the Joint Board be and are hereby tendered to the Inspectors of the Penitentiary for the services gratuitously rendered by them during the past year.

Adopted.

Mr. Schoonmaker offered the following :

Resolved, That the usual number of copies of said Report be printed in pamphlet form, at the public expense, under

the direction of the Inspectors, and that the County Treasurer pay for the same on the certificate of said Inspectors.

Adopted.

Mr. Griggs moved that the Joint Board now adjourn.

Carried.

GEORGE H. THACHER,

Chairman.

WM. H. GREENE,

Secretary.

INSPECTORS' REPORT.

To the Mayor and Recorder of the City of Albany and the Board of Supervisors of the County of Albany, in Joint Meeting assembled :

The undersigned, Inspectors of the Albany County Penitentiary, respectfully submit their twenty-fourth Annual Report, showing the condition and progress of the Institution during the fiscal year, ending on the thirty-first day of October, 1872.

The several reports of the Superintendent, Chaplain and Physician of the prison are hereto annexed, and are respectfully recommended to the attention of your honorable body. On reference to the accompanying report of the Superintendent it will be seen, that the gross earnings of the Penitentiary for the year have been,..... \$81,545.49
And its ordinary expenditures for the same

time, 53,615.73

Leaving a gain of,..... \$27,929.76

From this balance, the sum of \$2,406.04 has been expended by the Superintendent, under authority heretofore given by the Joint Board, for building new hog pens, a house for fowls, a high fence inclosing yard in rear of the shops on the west side of the prison enclosure, and other additions and repairs of a permanent character. The whole of this sum has been charged to profit and loss on

our books, still leaving a gain for year ending October 31, 1872, of \$25,523.72.

The additions to the Penitentiary property just referred to are all of substantial material, well constructed and of neat appearance.

Your honorable body are aware, that in the year 1870, a cistern holding about eight hundred hogsheads was constructed in the centre of the yard belonging to the male wing of the prison. At that time no doubt was felt, that a reinforcement of such a volume to our supply from the City Water Works would be sufficient for any emergency likely to arise, but the experience of the last year has led us to believe, that it will be prudent, at least, to seek for an additional quantity of this indispensable element. With the precautions against fire within the walls, strictly enforced at all times, we have but little to apprehend from that quarter; still there is a possible danger from without which ought not to be overlooked, and which we should desire to be able to resist successfully. No plan for this purpose has yet been adopted, and the season is probably now too far advanced for work of such character. Before undertaking it, however, we shall endeavor to ascertain from experts if the character of our soil and the indications it affords be sufficient to justify a reasonable expectation of success, commensurate with the expenditure likely to be incurred.

The following summary has been compiled from the statistics of the Institution for the past year :

Whole number of prisoners received during the	
year,	1,320
On hand October 31, 1871,.....	508
	<hr/>
	1,828

Brought forward,.....	1,828
Discharged by expiration of sentence,.....	1,022
By Magistrates, Courts, and payment of fines,	119
By Habeas Corpus and Certiorari,.....	21
Pardoned by the President,.....	13
Pardoned by the Governor,.....	8
Died,	12
Discharged by Secretary of War.....	1
By Secretary of the Navy,.....	1
	<hr/>
Total discharged during the year,.....	1,197
	<hr/>
Leaving in confinement, October 31, 1872,...	631
viz : Males,.....	532
Females,	99
	<hr/>
	631

The average number of prisoners received monthly has been about 110, viz : 84 males, 26 females, and the monthly average of prisoners on hand has been 498 males, 76 females.

Those received during the year were from the following sources :

Washington, D.C. Courts,	38
United States Courts of New York, Virginia, West Virginia, North Carolina, South Carolina and Alabama,.....	83
Army Courts Martial,.....	3
County of Albany,.....	653
Other counties in the State,.....	543
	<hr/>

842 were sentenced for less than six months,
 263 for six months, and less than one year,
 119 for one year and less than two,
 25 for two years and less than three,
 45 for three years and less than seven,
 13 from seven to ten years,
 13 for two years.

1,320 total.

Their nativity is as follows :

United States,.....	787
Ireland,	397
Canada,	33
Germany,	32
England,	29
Scotland,.....	27
Prussia,	3
Nova Scotia, France, Italy and Sweden, two each,	8
Wales, Denmark, Poland and Switzerland, one each,.....	4
Total,	<u>1,320</u>

200 were less than twenty years of age,
 763 were between twenty and forty years,
 357 were above the age of forty.

1,320 total.

301 claimed to be temperate,
 1,019 admitted they were intemperate.

1,320 total.

515 were, or had been, married,

805 were single persons.

1,320 total.

340 could neither read nor write,

199 could read only,

781 could read and write.

1,320 total.

The number of commitments to the Penitentiary during the past year, was 174 larger than for the year ending October 31, 1871. Of the number committed to the Penitentiary during the year (1,320), two hundred and forty-five were sentenced for the term of six months, while eight hundred and forty-two were sentenced for less than that period, and of these four hundred and ninety-five were sentenced from ten to sixty days.

For the large class of convicts having sixty days or less to serve, the Superintendent can obtain little or no remunerative employment, so much time being required, in these cases, for the necessary instruction as to leave an employer small prospect of a compensating gain. It follows, as your honorable body will readily perceive, that convicts of this class not only fail to indemnify the Penitentiary against the cost of their own support, but become, for the most part, a constant drain upon its productive labor. But it must be remembered, moreover, that many of these short-time men are committed to the Penitentiary during the year over and over again, deriving themselves nothing whatever in the way of improvement from the transient suspensions of their liberty, while inflicting upon the resources of the Institution a steadily growing pecuniary loss.

Besides, this class of subjects make heavy demands on the time and attention of our physician, and convert our hospital, in too many cases, into a mere place of recovery from attacks of delirium, or other consequences of habitual intemperance and evil habits.

The undersigned feel it a duty to add, in this connection, that our Medical Department is burdened, also, with many unfortunate individuals sentenced to the Penitentiary who are not fit subjects of its discipline, but belong appropriately to an alms house or a lunatic asylum.

In our last annual report we informed your honorable body, that a spacious and neatly-appointed school room had been fitted up by the Superintendent in the south-eastern portion of the buildings. This department, we are happy to state, has proved a very gratifying success. No prisoner is compelled to attend the school; on the contrary, admission to it is a privilege, and good conduct is a condition to the enjoyment of its advantages. Among the untaught convicts, especially, the desire to learn is general and earnest. As a consequence, these unfortunates make progress of the most satisfactory character, some of them, indeed, evincing mental powers of a high order, which it is deplorable to see wasted in lives of vice and crime. The teaching is elementary only, spelling, reading, writing and simple arithmetic; but the school, under the kind and judicious management of our excellent chaplain, has proved an element of no small influence in preserving good order among the convicts, in addition to its manifest efficiency in prompting aspirations for higher knowledge and a better way of life. Where so much has been gained already, and so beneficent capabilities have been demonstrated, the undersigned feel justified in hoping that the scope of our school department may be gradually extended, until it shall be able to afford its pupils elementary instruction, at least, in branches connected with the leading mechanical arts.

Several hundred volumes have been added to the Prison Library during the year, all works of value, embracing histories, biographies, travels, encyclopedias and scientific works. The Penitentiary is now in possession of over two thousand volumes, and the undersigned consider the Institution extremely fortunate in holding so desirable and important an acquisition. We desire to record our grateful acknowledgments to such of our citizens as have favored us with additions to this collection, and we are sure they will all feel happy to learn, that their donations are proving a constant source of instruction and pleasure to many an outcast. We beg leave to recommend this object again to the favorable consideration of our citizens generally, and we feel quite safe in assuring them, that donations of wholesome books for its benefit are works of generous and far-reaching philanthropy.

We have, also, the agreeable duty of returning thanks to a distinguished gentleman of this city for the gift of a stereoscope and set of views for the invalids in our hospital. This, however, is by no means the only evidence we have of the interest felt by this gentleman in the Penitentiary and its inmates. But while other donations from his liberal hands have possessed greater pecuniary value, this is surpassed by none in the thoughtful and delicate sympathy by which it was prompted.

The business affairs of the Institution continue in the same satisfactory state as heretofore, and the relations between the officers and the gentlemen by whom the convicts are employed are of the most amicable character. The principal work carried on at the Penitentiary during the year has been shoemaking, under contracts with parties in the city of New York. About fifty of the short time male convicts and a portion of the females have been employed in caning chair backs and seats. With the exceptions just mentioned and, in addition, of the number required for

making and repairing clothing, for cooking, baking, washing, ironing and the necessary work about the grounds and buildings, all the able bodied prisoners have been engaged in the shoe shops.

The customary discipline and order have been maintained in every department of the Institution, and strict attention has been given to the ventilation and cleanliness of all the buildings. Ample provision has been made, at all times, for the comfortable support and clothing of the prisoners, and our hospital is liberally furnished with every requisite for the sick and infirm. All purchases for the Institution and its inmates continue to be made on the cash system, and no effort is spared for the prevention of waste.

No money has been drawn from the Treasury during the year on account of the Penitentiary, and it is entirely free of debt. The undersigned have audited, from time to time, all the accounts of the Institution. Its vouchers and books have always been found correct, and are kept with clearness and business-like system.

All things considered, the health of the prisoners during the year has been good. Twelve deaths have occurred; four of which were from consumption, three from spinal meningitis, two from apoplexy and three from a general debility, the effect of long continued intemperance. The three cases last mentioned were beyond hope when brought to the Penitentiary, and nothing could be done for them except to make the brief remnant of their days as comfortable as possible. The demands upon the time and care of the physician have been very numerous, but the undersigned have great satisfaction in bearing witness to the zeal and attention with which the laborious duties of that gentleman have been performed. We have already had occasion to speak of the valuable services rendered by our chaplain, the Rev. Charles Reynolds, in the Prison School. It is due to him to add, that these have interfered in no

degree with other duties appertaining to his office, all of which have been discharged with fidelity and in the most acceptable manner.

The Deputy Keeper and most of the subordinate officers are deserving of notice for the manner in which they have performed their respective duties.

During General Pilsbury's absence while attending the International Prison Congress at London, and visiting the larger penal establishments of the United Kingdom, France and Switzerland, the charge of the Penitentiary was entrusted to Mr. Louis D. Pilsbury. Mr. Pilsbury's thorough acquaintance with the theory of prison discipline as carried out by his father, amply qualified him for a trust of such responsibility, and afforded us every reason for believing that he would manage it with credit and success. We have not been disappointed in our expectations, and it is a pleasant duty for the undersigned to state, that during the Superintendent's three month's absence the affairs of the Penitentiary were conducted with equal intelligence and faithfulness, and to the entire satisfaction of the Inspectors.

Accompanying the Superintendent's report your honorable body will find a table showing the annual income and ordinary expenditures of the Penitentiary from 1849 to 1872, both inclusive. From this table, it appears that the entire income for such period has been \$843,755.38, and the ordinary expenditures \$635,151.34, leaving a gain of \$206,604.04, all of which will be found satisfactorily accounted for. In reviewing the business of this long term of years, some of which have been attended by financial disasters and seasons of commercial depression, the undersigned find great reason for congratulating the Joint Authorities and their constituents upon the unexampled success of the Institution, and the high position it occupies among the penal establishments of the country. But

while indulging a legitimate pride in these results, it must not be forgotten that they have not been the work of fortune or accident. Success of this magnitude and reputation of such elevated degree are gratuitously bestowed upon none. They are the reward only of vigilance, integrity and of well-directed loyal efforts. Nor can we omit to remind your honorable body how greatly the interests of the Penitentiary have been advanced by the undeviating confidence which you have reposed in the officers to whom its management has been entrusted. The undersigned can venture no predictions for the future. We may look, however, to the past for a wholesome lesson; and it will be safe, at least, to hope for a continuance of the prosperity already attained, by firmly upholding the policy and the mutual confidence which have carried us safely through the trials and the vicissitudes of a quarter of a century.

All of which is respectfully submitted.

W. A. YOUNG,
ROBERT BABCOCK,
ELI PERRY,
Inspectors.

ALBANY, *November 1, 1872.*

ANNUAL REPORT
OF THE
SUPERINTENDENT OF THE PENITENTIARY.

SUPERINTENDENT'S REPORT.

STATEMENT.

INCOME.

Shoe Shop No. 1:

Received and charged for labor of prisoners in this shop,.....	\$10,461.04	
Charged this account,.....	36.75	
	<hr/>	
Exceeding disbursements,.....		\$10,424.29

Shoe Shop No. 2:

Received and charged for labor of prisoners in this shop,.....		3,501.46
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Shoe Shop No. 3 :

Received and charged for labor of prisoners in this shop,.....	\$18,280.14	
Charged this account,.....	122.25	
	<hr/>	
Exceeding disbursements,.....		18,157.89

Shoe Shop No. 4:

Received and charged for labor of prisoners in this shop,.....	\$19,557.35	
Charged this account,.....	31.73	
	<hr/>	
Exceeding disbursements,.....		19,525.62
		<hr/>
Carried forward,.....		\$51,609.26

Brought forward,..... \$51,609.26

Seating Shop:

Stock and tools on hand Oct. 31,		
1871,	\$1,192.75	
Stock, tools and labor charged		
this account,.....	3,178.88	
	<hr/>	
	\$4,371.63	
Received and charged		
for work done,.....	\$7,808.62	
Stock and tools on hand		
Oct. 31, 1872,.....	755.07	\$8,563.69
	<hr/>	<hr/>
Exceeding disbursements,.....		4,192.06

FEMALE DEPARTMENT.

Received and charged for work done by females,	3,178.88	
Balance of profit and loss account (admission fees and fines),.....	841.25	
Received and charged for board, etc., of prisoners from other counties, also for the maintenance of United States convicts,.....	\$21,124.04	
Received for interest,.....	600.00	
	<hr/>	
Total amount of Income,.....	\$81,545.49	

EXPENDITURES.

Improvements and Repairs :

Amount expended,.....	\$1,068.77
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Furniture :

Stock on hand October 31, 1871,	\$7,980.65	
Purchased during the year,.....	981.05	
	<hr/>	
	\$8,961.70	
Stock on hand October 31, 1872,	7,842.30	
	<hr/>	
Leaving for amount expended,.....		1,119.40

Clothing and Bedding :

Stock on hand October 31, 1871,	\$4,146.25	
Purchased during the year,.....	5,096.11	
	<hr/>	
	\$9,242.36	
Stock on hand October 31, 1872,	4,481.34	
	<hr/>	
Leaving for amount expended,.....		4,761.02

Provisions :

Stock on hand October 31, 1871,	\$2,531.85	
Purchased during the year,.....	26,837.74	
	<hr/>	
	\$29,369.59	
Stock on hand October 31, 1872,.....	\$3,228.92	
Rec'd for barrels, etc.,..	604.20	3,833.12
	<hr/>	
Leaving for amonnt consumed,.....		25,536.47
		<hr/>
Carried forward,.....		\$32,485.66

Brought forward,..... \$32,485.66

General Expense Account :

Property on hand Oct. 31, 1871, \$3,459.53
 Amount paid officers, for gas,
 coal, &c.,..... 23,731.89

\$27,191.42

Property on hand Oct.

31, 1872,..... \$3,565.15

Credited this account, 2,496.20

\$6,061.35

Leaving for amount expended,..... 21,130.07

Total amount of ordinary Expenditures, \$53,615.73

Total amount of Income,..... 81,545.49

Gain to the Institution,..... \$27,929.76

Of this amount there has been expended and
 charged to Profit and Loss, for building
 new hog pens, house for fowls, high fence
 in rear of shops on the west side of the yard,
 etc., 2,406.04

Still leaving a gain for year ending Oct. 31,

1872, of, \$25,523.72

RECAPITULATION.

INCOME.

Shoe shop No. 1,.....	\$10,424.29	
Shoe shop No. 2,.....	3,501.46	
Shoe shop No. 3,.....	18,157.89	
Shoe shop No. 4,.....	19,525.62	
Seating shop,.....	4,192.06	
Female department,.....	3,178.88	
Profit and loss,	841.25	
Board Account,.....	21,124.04	
Interest account,.....	600.00	
	<hr/>	\$81,545.49

EXPENDITURES.

Improvements and repairs,.....	\$1,068.77	
Furniture,	1,119.40	
Clothing and bedding,.....	4,761.02	
Expenses,	21,130.07	
Provisions,.....	25,536.47	
Building account,	2,406.04	
	<hr/>	\$56,021.77
Gain over ordinary expenses and amount charged building account,.....		<hr/> <hr/> \$25,523.72

STATEMENT OF PROPERTY ON HAND.

OCTOBER 31, 1871.

Furniture,.....	\$7,980.65	
Expenses,	3,459.53	
Provisions,	2,531.85	
Clothing and bedding,.....	4,146.25	
Seating shop,.....	1,192.75	
	<u> </u>	\$19,311.03

OCTOBER 31, 1872.

Furniture,	\$7,842.30	
Expenses,	3,565.15	
Provisions,	3,228.92	
Clothing and bedding,.....	4,481.34	
Seating shop,	755.07	
	<u> </u>	\$19,872.78
Increase of property on hand,		<u><u>\$561.75</u></u>

STATEMENT OF PROPERTY, CASH AND DEBTS.

Property on hand Oct. 31, 1871,	\$19,311.03	
Property on hand Oct. 31, 1872,	19,872.78	
	<hr/>	
Increase of property on hand,.....		\$561.75
Cash on hand Oct. 31,		
1871,	\$7,259.39	
Cash on hand Oct. 31,		
1872,	21,613.91	
	<hr/>	
Increase of cash on hand,		14,354.52
Due on books Oct. 31,		
1871, from the county		
of Albany,.....	\$63,142.48	
From the United States,		
other counties, con-		
tractors, etc.,	19,842.21	
	<hr/>	
		\$82,984.69
Due on books, Oct. 31,		
1872, from the county		
of Albany,.....	\$68,142.48	
From other counties,		
the United States, con-		
tractors and others....	25,449.66	
	<hr/>	
		93,592.14
Increase of debts due,.....		10,607.45
		<hr/>
Gain, besides amount charged building ac-		
count.		\$25,523.72
		<hr/> <hr/>

TABLE SHOWING GROSS INCOME AND ORDINARY EXPENDITURES with yearly balance, as reported to the Joint Board annually from 1849 to 1872, both inclusive, also amount paid for building additions, paid into the county treasury, etc.; together with statement of debts due, cash and property on hand, October 31st, 1872.

For the year ending October 31.	Income.	Ordinary Expenditures.	Income over Expenditures.	Expenditures over Income.	Am't paid for building additions, etc.	Cash charged to the County of Albany.
1849,	\$5,135.90	\$8,896.83	.... ..	\$3,760.93		
1850,	9,810.51	10,261.42	.... ..	450.91		
1851,	12,151.99	11,138.92	\$1,013.07			
1852,	16,595.71	14,285.65	2,310.06			
1853,	18,117.18	15,038.12	3,079.06			
1854,	16,300.42	14,755.20	1,545.22			
1855,	18,174.25	15,587.72	2,586.53			
1856,	18,345.98	15,167.94	3,178.04			
1857,	21,098.25	18,945.49	2,152.76			
1858,	8,446.85	18,434.36	.... ..	9,987.51		
1859,	18,119.06	13,562.45	4,556.61			\$1,142.48, balance Oct. 31st.
1860,	18,387.90	14,316.71	4,071.19	.....	
1861,	15,343.33	14,295.26	1,048.07			
1862,	18,176.30	14,661.17	3,515.13			
1863,	42,048.82	24,524.60	17,524.22	.....	
1864,	53,926.44	33,550.99	20,375.45	.....	\$5,201.54	{ for building authorized by "Joint Board," December, 1862.
1865,	67,648.32	46,268.28	21,380.04	.....	12,859.44	
1866,	76,975.32	52,562.83	24,412.49	.....	10,330.75	
1867,	70,919.11	49,573.07	21,346.04	.....	21,129.18	
1868,	52,025.20	41,789.97	10,235.23	.....	2,881.97	
1869,	49,455.11	39,301.28	10,153.83	.....	20,841.10	
1870,	62,253.17	44,120.92	18,132.25	.....	4,952.33	
1871,	70,754.77	50,496.43	20,258.34	.....	1,240.27	50,000.00 paid to County Treasurer.
1872,	81,545.49	53,615.73	27,929.76	.....	2,406.04	5,000.00 Resolution, Dec. 12, 1871.
	\$841,755.38	\$635,151.34	\$220,803.39	\$14,199.35	\$81,842.62	\$68,142.48

It will be seen by the foregoing table that the earnings of the Penitentiary, over ordinary expenses, since its commencement, as shown by annual reports to the Joint Board, have been,	\$206,604.04
Of this amount there has been paid in cash for additions to the buildings, cells, wash house, shops, main building, etc.,	\$81,842.62
Paid to the County Treasurer, or as directed by resolutions of Joint Board,	68,142.48
Cash on hand, October 31, 1872, ..	21,613.91
Due the Penitentiary Oct. 31, 1872, notes and accounts,	25,449.66
Property on hand as per inventory, Oct. 31, 1872,	19,872.78
	<hr/>
	\$216,921.45
	<hr/>
	\$10,317.41

Being an apparent excess of \$10,317.41, in favor of the Institution, over the amount actually appearing from the annual reports. This excess is accounted for by the Inspectors in their report for the year ending October 31, 1856, as follows: "It may be considered as having been "advanced by the county previous to 1851, for furniture and "short-comings while the Penitentiary but partially supported itself, and before any *net* profits accrued, and therefore, it may, perhaps, be looked upon as money lost or "spent without an equivalent; but this is not so, for it is "still in existence, and forms a part of the total amount of "personal property on hand."

STATEMENT OF PRISONERS.

Number of prisoners in confinement, Oct. 31, 1871,...	508	
Received from Nov. 1, 1871, to Oct. 31, 1872, ...	1,320	
	<hr/>	1,828
Pardoned by the President,.....	13	
Pardoned by the Governor,.....	8	
Discharged by Magistrates or Courts,.....	31	
Discharged by Habeas Corpus,	2	
Discharged by Certiorari,	19	
Discharged by payment of fines to the Jus- tices or here,	88	
Discharged by order of the Secretary of War.	1	
Discharged by order of the Secretary of the Navy,.....	1	
Died,	12	
Escaped (short sentence) at outside work,...	2	
Discharged by expiration of sentence,.....	1,020	
	<hr/>	
Total number discharged during the year,	1,197	
	<hr/>	
Leaving in confinement, Oct. 31, 1872,.....	631	
viz: Males, white,.....	461	
Males, black,.....	71	
	<hr/>	532
Females, white,.....	88	
Females, black,	11	
	<hr/>	99
	<hr/>	
		631

Of the above number received, there were

Males, white,.....	927	
Males, black,	76	
	—	1,003
Females, white,.....	290	
Females, black,.....	27	
	—	317
		<hr/>
		1,320

The number received during each month was :

	Males.	Females.	Total.
November,	48	25	73
December,	71	19	90
January,	102	23	125
February,	66	18	84
March,	79	11	90
April,	74	22	96
May,	77	28	105
June,	99	38	137
July,	92	32	124
August,	87	35	122
September,	99	31	130
October,	109	35	144
			<hr/>
			1,320
			<hr/>

The number in confinement at the end of each month, has been as follows:

	Males.	Females.	Total.
November,	432	62	494
December,	452	66	518
January,	491	76	567
February,	509	75	584
March,	497	62	559
April,	479	53	532
May,	474	58	532
June,	514	79	593
July,	529	94	623
August,	530	95	625
September,	532	98	630
October,	532	99	631

Being a monthly average of about 574 prisoners, viz :
498 males and 76 females.

NATIVES OF THE FOLLOWING COUNTRIES.

United States,	787
Canada,	33
Nova Scotia,	2
England,	29
Ireland,	397
Scotland,	27
Wales,	1
Prussia,	3
France,	2
Germany,	32
Denmark,	1

Carried forward, 1,314

Brought forward,.....	1,314
Poland,	1
Switzerland,	1
Italy,	2
Sweden,.....	2
	<hr/>
	1,320
	<hr/> <hr/>

RECAPITULATION.

Natives,.....	787
Foreigners,.....	533
	<hr/>
	1,320
	<hr/> <hr/>

EDUCATION.

Read and write,.....	781
Read only,	199
Cannot read,.....	340
	<hr/>
	1,320
	<hr/> <hr/>

HABITS OF LIFE.

Admit themselves to be intemperate,.....	1,019
Claim to be temperate,.....	301
	<hr/>
	1,320
	<hr/> <hr/>

AGE WHEN RECEIVED.

Under 20,.....	200
From 20 to 30,.....	453
From 30 to 40,	310
From 40 to 50,	205
Over 50,	152
	<hr/>
	1,320
	<hr/> <hr/>

SOCIAL RELATIONS.

Married,	515
Single,.....	805
	<hr/>
	1,320
	<hr/> <hr/>

CRIME OR OFFENCE.

Assault with intent to kill,	3
Assault with intent to do bodily harm,.....	3
Assault with intent to commit rape,	4
Bigamy,	1
Burglary,	21
Conspiracy,	47
Embezzlement,	2
False pretences,	3
Forgery,	6
Felony,	10
Grand larceny,	33
Illegal voting,	5
Larceny from the person,	5
Libel,.....	1
Manslaughter,.....	4
	<hr/>
Carried forward,	48

Brought forward,.....	148
Mutiny at sea,	2
Passing counterfeit money,.....	6
Petit larceny,	175
Petit larceny (2d offence),	5
Perjury,	1
Presenting false affidavits,	2
Procuring abortion,.....	1
Robbing United States mail,	5
Robbery,.....	6
Receiving stolen goods,.....	1
Smuggling,.....	2
Throwing cars from track,	1
Violating internal revenue laws,	2
Various misdemeanors,	963
	<hr/>
	1,320
	<hr/>

BY WHOM OR WHERE COMMITTED.

Washington, D. C., Criminal Court,.....	38
United States Court, Northern District of New York,	13
United States Court, Southern District of New York,	4
United States Court, Eastern District of New York,	1
United States Court, Virginia,.....	3
United States Court, West Virginia,.....	2
United States Court, North Carolina,.....	1
United States Court, South Carolina,.....	49
United States Court, Alabama,.....	10
Court Martial, Army,	3
City of Schenectady,	18
City of Troy,	173
Albany County, Oyer and Terminer,	10
Albany Special Sessions,.....	73
	<hr/>
Carried forward,.....	398

Brought forward,.....	398
Albany County Court,.....	34
Clinton County,.....	1
Sullivan County,	1
St. Lawrence County,.....	3
Broome County,	28
Columbia County,.....	10
Dutchess County,.....	35
Fulton County,	6
Westchester County,	50
Herkimer County,	11
Montgomery County,.....	21
Oneida County,.....	91
Rensselaer County,.....	12
Saratoga County,	30
Schenectady County,	3
Schoharie County,	8
Ulster County,.....	17
Washington County,	15
Warren County,	10
Albany Police Court,.....	366
City of Cohoes,.....	61
West Troy,	108
Bethlehem, Albany County,	1
	<hr/>
	1,320
	<hr/>

TERM OF SENTENCE.

10 years, and \$5,000 fine,.....	5
10 years, and \$1,000 fine,.....	3
10 years,	5
8 years,	2
8 years, and \$1,000 fine,.....	1
	<hr/>
Carried forward,.....	16

Brought forward,.....	16
8 years, and \$100 fine,.....	5
7 years,	3
7 years, and \$2,000 fine,.....	2
5 years,	8
5 years, and \$1,000 fine,.....	2
5 years, and \$100 fine,.....	2
4 years, and \$100 fine,	3
4 years and 3 months,	1
4 years,	5
3 years, and 6 months,.....	2
3 years, and \$100 fine,.....	3
3 years,	19
2 years and one month,.....	3
2 years, and \$100 fine,.....	6
2 years,	16
1 year and 8 months,.....	1
1 year and 6 months,.....	8
1 year and 6 months, and \$100 fine,.....	14
1 year and 3 months,	4
1 year and \$250 fine,.....	5
1 year and \$100 fine,.....	2
1 year,.....	71
1 year or bail,	14
9 months,	4
6 months, and \$50 fine,	14
6 months,	245
Less than 6 months,.....	842

1,320

AMOS PILSBURY,
Superintendent.

November 1st, 1872.

Tabular Statement of Convicts Received.

YEAR.	WHOLE NUMBER.	SEX.		AGE WHEN COMMITTED.					EDUCATION.			HABITS OF LIFE.		SOCIAL STATE.		NATIVITY.	
		MALE.	FEMALE.	UNDER 20.	20 TO 30.	30 TO 40.	40 TO 50.	OVER 50.	TO READ.	NOT READ.	READ AND WRITE.	TEMPERATE.	INTEMPERATE.	SINGLE.	MARRIED.	NATIVES.	FOREIGNERS.
1840,	408	308	100	77	136	94	68	83	133	80	135	74	334	211	197	172	236
1850,	498	359	139	86	173	113	86	40	165	127	206	46	451	226	272	214	284
1851,	627	443	184	97	214	153	97	66	185	165	277	65	562	283	341	270	357
1852,	759	540	219	108	261	174	143	73	214	216	329	25	734	303	366	313	446
1853,	722	534	188	151	210	178	105	78	255	169	308	27	695	389	333	279	443
1854,	672	513	159	115	216	154	133	54	223	143	306	38	634	338	334	257	415
1855,	801	593	208	130	269	217	132	53	301	203	297	30	771	430	371	302	599
1856,	990	741	249	123	322	219	185	111	293	211	486	107	883	493	497	385	605
1857,	1,187	903	284	143	315	313	229	157	324	239	624	144	1,043	533	654	416	771
1858,	1,150	878	272	158	359	296	192	145	342	282	526	193	957	548	602	414	736
1859,	1,207	953	254	125	380	296	252	154	331	302	574	128	1,079	680	597	410	797
1860,	1,484	1,172	312	157	432	407	283	205	397	349	738	82	1,402	732	732	508	976
1861,	1,533	1,171	362	153	465	402	280	189	346	436	75	82	1,451	886	647	502	1,031
1862,	1,090	758	332	137	347	280	201	125	330	279	481	154	936	556	534	435	655
1863,	1,133	760	373	131	361	262	202	167	371	268	494	86	1,047	614	519	481	652
1864,	687	425	262	124	224	161	98	80	192	165	330	128	559	349	338	321	366
1865,	892	643	249	187	394	182	71	58	302	154	436	289	603	508	324	516	376
1866,	934	716	218	195	388	163	114	74	395	170	369	381	651	581	353	566	368
1867,	817	587	230	151	288	180	102	96	289	190	338	190	627	503	314	440	377
1868,	801	600	141	144	279	175	124	79	273	161	367	173	628	535	296	421	280
1869,	1,029	769	260	141	314	280	156	138	346	190	493	165	864	672	337	494	535
1870,	1,093	836	257	158	377	253	151	151	348	182	563	200	893	674	419	568	425
1871,	1,146	925	221	150	380	256	190	170	336	175	635	213	933	680	466	602	544
1872,	1,320	1,003	317	200	453	310	205	152	340	199	781	301	1,019	805	515	787	533
Total,	22,950	17,190	5,790	3,341	7,587	5,558	3,843	2,651	7,031	5,045	10,901	3,224	19,756	12,679	10,301	10,073	12,907

PHYSICIAN'S REPORT.

To the Inspectors of the Albany County Penitentiary.

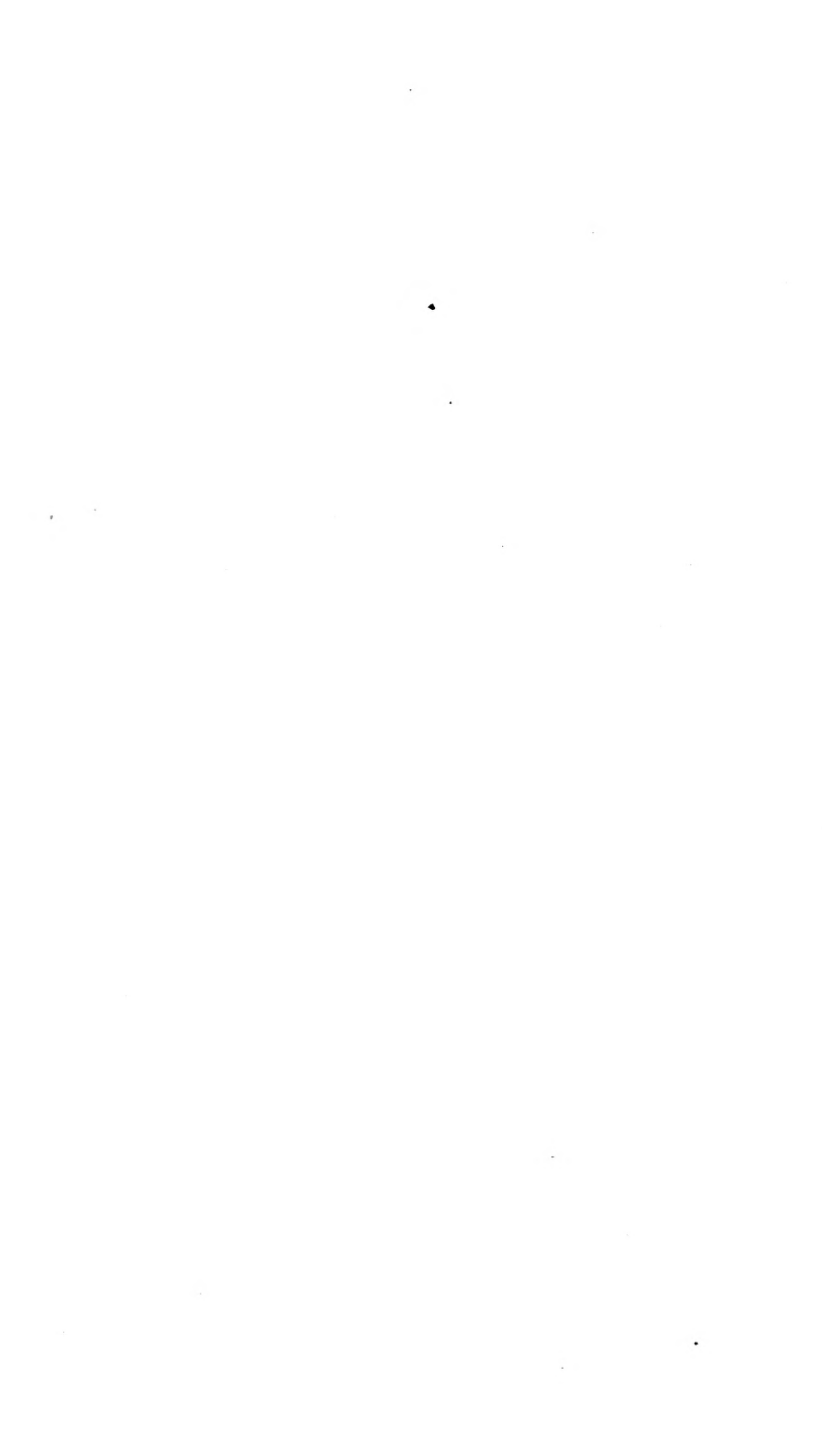
Gentlemen — In accordance with the rules and by-laws of the Penitentiary, I submit my report for the past year. During that period twelve deaths have occurred ; three of this number entered the Penitentiary in a hopeless condition, and were at once placed under medical treatment ; they, as well as a large number of other prisoners received during the past year, were proper subjects for an alms house or hospital instead of a prison ; four were suffering, more or less, upon their reception, from consumption of long standing ; two died from apoplexy superinduced by intemperance and exposure, and three from spinal meningitis.

Considering the large number confined here, and the dissipated and exposed life that the large majority of the prisoners have led previous to their imprisonment, the general health has been good.

The food is of good quality, and abundant in quantity. The officers have rendered me every assistance in caring for the sick, and in carrying out my directions for their treatment.

Respectfully submitted,

H. R. HASKINS, M.D.



CHAPLAIN'S REPORT.

To the Inspectors of the Albany Penitentiary.

Gentlemen — In accordance with official requirement I submit the Annual Report of the Chaplain for the year ending 1872.

That the year has been one of spiritual and intellectual profit to the prisoners cannot reasonably be doubted. The religious exercises in the prison chapel on Sabbath morning, have been gladly attended by the prisoners, and the good attention given by them to the preaching of the Gospel, whether by the Chaplain or invited minister gives evidence of their appreciation of these exercises. An increasing interest seems to be taken in regular and systematic reading of the Bible, a copy of which is found in every cell. Tracts and religious papers are usually distributed every Sabbath, together with books from the library. The Penitentiary Library has been increased during the year by large donations, and while the books are generally appreciated there is an increasing demand for books of history and travel, also works of scientific and religious character.

A school on Monday and Thursday evenings of each week has been in operation for more than a year, and by almost every attendant good proficiency has been made in reading, writing and arithmetic. Many of the prisoners in this school are enjoying the best advantages they ever possessed for such instruction, and seem desirous of making the utmost improvement their time will allow. The

classes are graded as well as circumstances will permit, from pupils in the alphabet to those in higher arithmetic.

If I correctly understand the wishes of the Board and the Superintendent, they desire the moral reformation of the convict for the benefit of himself and the society of which he becomes a member, when discharged. This is the greatest safety as well as the highest wisdom, as only reform, founded upon the principles of the religion of the Lord Jesus, can be of permanent benefit to either. In my labors I have received the most generous and courteous treatment from the Superintendent and officers of the prison, and their respect for the office I am called to fill, has made the labor pleasant and profitable.

The conviction is not to be resisted that many of the prisoners have firmly resolved to lead better lives in the future, and if the Christian public were more fully awake to the necessity of extending practical aid to them, when discharged a great good would be accomplished. Help in procuring work, and a word of kindness and encouragement at that time would be worth far more to them than thousand of sympathetic prayers without active effort at relief. An active, working Prison Relief Association in Albany, to whom might be sent for assistance, such as were worthy of aid, would save many a criminal from deeper paths of crime, and thus render society a lasting good.

Trusting that God may be in every effort pointing to the reform of those under our care,

I remain,

Yours respectfully,

CHARLES REYNOLDS,

Chaplain.

REPORT

IN RELATION TO THE

International Penitentiary Congress.



REPORT

IN RELATION TO

THE INTERNATIONAL PENITENTIARY CONGRESS.

To the Mayor and Recorder of the City of Albany, and the Board of Supervisors of the County of Albany.

GENTLEMEN :— At a joint meeting, held by you in this city, on the 12th day of December last, you were pleased to pass the following preamble and resolutions, to wit :

“ WHEREAS, By the efforts of the National Prison Association, of which Superintendent Pilsbury is an active member and Vice President, an International Penitentiary Congress is to assemble in London, England, on the 3d of July, 1872, and

WHEREAS, We recognize in General Pilsbury, a prison manager, whose great and extended knowledge of prison management and discipline, is important, not only to the people of Albany, but may be made useful in the promotion of the best interests of prisons, generally; and whereas, it is just and proper to recognize, and properly to give expression to an appreciation of his faithful services in the successful management of the Albany Penitentiary, for a quarter of a century, therefore ;

Resolved, That Amos Pilsbury be, and hereby is appointed, a Commissioner to the International Penitentiary Congress to assemble at London, England, on the third day of July, 1872, to represent the Albany County Penitentiary, and that five thousand dollars be appropriated out of the surplus funds of the Penitentiary to defray his expenses in attending the same; and, further, that leave of absence be granted Superintendent Pilsbury to enable him to attend the said Congress.”

Renewing, Gentlemen, my hearty thanks, expressed at the time of the adoption of the above cited paper, for this manifestation of confidence in, and kindness toward me, I have the honor now to submit to your honorable body, a brief report of the mission undertaken and accomplished in obedience to the mandate laid upon me by your action.

The International Prison Congress of London opened its sessions on the evening of July 3d, and closed them on the 13th day of the same month. Its discussions took place in the fine old hall of the Middle Temple (generously proffered for the purpose, by the Honorable Society of Benchers whose property it is), an edifice which, for architectural beauty and historic interest, can vie with the finest of English baronial halls. Men eminent in the days of the Tudors and the Stuarts, have gathered within its richly paneled walls and beneath its lofty oaken ceiling, and the names of Shakespeare and of Bacon, of Queen Elizabeth and Sir Francis Drake, are among those with which its history is entwined. It was a suitable place for the gathering of such a body as the Congress,—a body as beneficent in its aims, as it was catholic in its nature; representatives being present from twenty-six nations, no less than twenty-three governments having officially deputed delegates to represent them in the Congress.

From India, Japan, Singapore and Hong Kong, in the east; from Chili, Brazil and Texas, in the west; from Australia, in the south; and from Sweden and the Russias in the north, came men distinguished in their own countries; many of them of world-wide fame; some theorists, and some men of practical experience, life-long students of penology, and men grown gray in the government of penal institutions.

The labors of the Congress extended over a period of ten days, and consisted, mainly, of discussions on questions connected with penitentiary science. I say, *connected*, since,

as has been well said, "the crime which makes a man a prisoner is probably only the sequence of vice, and it must be difficult to deal with the convict, with a view of improving his character and conduct, without understanding what were the vices by which he fell into crime; and herein the science of penitentiary discipline, connects itself with, and becomes a part of social science."

The deliberations of the Congress hence, were naturally upon three objects, which cover the whole field embraced in the question, how to deal with crime, viz :

- I. Preventive Measures;
- II. The Repression of Crime;
- III. The Treatment of Liberated Prisoners.

From what has been already said of the character of the gathering, it will be readily perceived that an amount of information not easily imagined, would be contributed by so many men, devoted specially to penitentiary science and penitentiary work. There were present magistrates, criminal jurists, inspectors-general, directors and chaplains of prisons, secretaries of aid societies and eminent private philanthropists; bringing together their experiences, acquired during long years of study and practice in the management of prisons. It was this exceptional feature, that gave to the Congress of London so great an importance, and which made it, it is fair to hope, the starting point of a great movement for reform.

Its importance was deeply felt in England. The Government, although sending no formally appointed delegates, testified its appreciation of and interest in the labors of the Congress, by the presence of the Home Secretary, Mr. Bruce, at one of its sessions; by affording its members every possible facility for visiting the prisons of the United Kingdom, and by authorizing Captain Du Cane, chairman of the Directors of Convict Prisons, to attend the Congress

and give a detailed account of the organization and workings of that class of English prisons. Mr. Bruce, in the name of the Government, welcomed the members of the Congress who had come from far to give their opinions and aid in its deliberations. He assured them that the Government looked with great interest on their proceedings, and would give careful consideration to any opinions that might be put forth. He announced a most gratifying decrease in the number of larger crimes, and trusted that by careful measures they might be still further reduced. The Prince of Wales, also, was present at a *soirée* given in the Hall of the Temple, at which several members of the Congress were presented to him; and members of both Houses of Parliament took an active part in the debates from day to day.

Much hospitality was extended to the members from abroad by private individuals, who thus attested their interest in the studies pursued by the body.

Numerous excursions were organized for the Congress, although my own ill-health, joined to a lack of time, prevented my availing myself, personally, of all the facilities for observation and inspection thus placed at my disposal. Prisons, reform schools, refuges of various kinds, aid societies, etc., etc., of which the number in London alone exceeds eighty, offered objects for observation of the highest value, and afforded abundant testimony to the inspirations of Christian charity, which puts forth its efforts, under a thousand forms, to remedy the evils which, like a terrible scourge, rage in the bosom of society. At every step of the fatal declivity down which the criminal descends, it seeks to arrest his progress, and when he has reached the bottom of the abyss, it still, unwearied, stretches out a hand to raise him.

Two admirable establishments, decidedly unique, and of much interest, are conducted by a noble Christian lady —

Mrs. Meredith — aided by several devoted assistants. One of these is for women discharged from prison, the other for the children of criminals. The former of these is a vast laundry, where washing for the poor is done at greatly reduced prices, by liberated female prisoners; two good works being thus carried on under one roof at the same time. The latter is a village — a real village — consisting of small English cottages, each containing ten children, under the care of an adoptive mother. This settlement is called the Princess Mary's Village, that princess having taken the work under her especial patronage. At the time of inspection there were ten cottages, clustering around the church and the school, which rise in the midst. It is purposed to increase the village, as rapidly as circumstances will permit, until the number of cottages reaches thirty, thus providing for three hundred children.

I ask no pardon for having thus digressed from the history of the Congress to make mention of these establishments, for it seems to me that the same Christian charity to which they owe their foundation is a chief factor in the solution of the penitentiary question, as formulated for the Congress, — viz: *how to prevent crime? how to cure it? how to hinder its reappearance?*

The highest aim of penitentiary science is to determine how most effectually to diminish, how to bring down to the lowest possible point, the number of crimes and misdemeanors which are committed against society. It was not a mere sentiment of philanthropy which impelled Howard, and Fry, and De Tocqueville, and other students and workers in this cause, to the study of prisons. In devoting themselves to the work of ameliorating the condition of prisoners and improving the *régime* to which they were subjected, they sought, as well, the means of diminishing the number of criminals. And those most distinguished in this search have been regarded as benefactors

of humanity, because the best solution of this difficult problem is that which most effectually neutralizes, in the bosom of society, the evil influences which disturb it, and which put in peril the interests, the security and the lives of its members. To discover this solution of so vital a question the Prison Reform Congress of London devoted itself from the first hour of its labors.

An International Committee, composed of one delegate from each country represented in the Congress, marked out a programme for the deliberations of the body, which indicated a clear conception of the end to be attained, whether by the communication of facts or the discussion of principles. The Committee determined that the whole question of the diminution of crime might be best discussed under the three general divisions indicated above.

It does not enter into the plan of this report to follow all the details of the debates; a rapid review of the principal results of this vast inquest is all that will be attempted.

In doing this, the logical order indicated in the programme will be pursued :

1. Measures preventive of crime,
2. The means of punishing it.
3. The treatment of the prisoner after his liberation.

I.

PREVENTIVE MEASURES.

The criminal, as was remarked by a member of the Congress, is a person who has placed himself in a state of war against society, while concealing himself in its bosom. It is this isolation, in purpose, joined as it is, to community in residence and life, that renders criminals all the more to be dreaded.

It follows that it is a point of no small importance to know, with exactitude, the state of criminality in a country, and also whether that state is progressive, stationary, or retrograde. In order to provide a remedy for any evil, it is essential to have a thorough understanding of it, and to study it in its causes. The question of criminal statistics was brought before the Congress by M. BELTRANI-SCALIA, Inspector-General of prisons in Italy, and other distinguished members, who showed the importance of a regular interchange of this species of information by the principal nations. It was pointed out that these figures should be prepared on a *uniform basis*, and be most carefully guarded from *ambiguity* or indistinctness of signification, which would render the returns valueless and misleading.

In England, great attention has been given to this matter, and the result is gratifying to the pride of the defenders of the English prison system.

An official document, distributed to the Congress, gives the following averages :

SENTENCED TO PENAL SERVITUDE.

[*Duration of the punishment five years and upwards.*]

Average yearly number from 1855 to 1859,.....	3,042
“ “ “ “ 1860 to 1864,.....	3,109
“ “ “ “ 1865 to 1869,.....	2,587
Average number during 1870,.....	2,055
“ “ “ 1871,.....	1,818

SENTENCED TO SHORT PUNISHMENT.

[*Duration two years and under.*]

Average yearly number from 1855 to 1859,.....	12,536
“ “ “ “ 1860 to 1864,.....	11,406
“ “ “ “ 1865 to 1869,.....	12,050
Average number during 1870,.....	10,908
“ “ “ 1871,.....	10,083

If account be taken of the increase of population during the same period, this diminution must be regarded as remarkable.

Such a result must be due to an assemblage of causes calculated to affect, directly or indirectly, the criminal statistics of a country. Among the indirect causes may be counted, no doubt, the prosperity of the country, the power and opportunity, possessed by all, to gain an honest living, and the conditions of éducation, as well moral as literary, of the nation. The direct causes are evidently the measures employed to *prevent* crimes, to *repress* them, and to *hinder* their *repetition*.

It is the action of these latter causes that was indicated to the Congress in the speeches and reports of the English representatives.

It will be seen, from the following statement, that the measures taken to dry up the sources of crime, are by no means inconsiderable. And what makes the result more striking is, that the Government has none of these preventive establishments under its direction, but leaves to private benevolence the work of founding and conducting them, reserving to itself the right of aiding such of them as it may choose.

There are three classes of establishments in England and Ireland, looking to the repression of crime, to wit:

1. Reformatory schools, industrial schools and refuges, *not certified*;
2. The same establishments, *certified*, and aided by the Government;
3. Prisons.

The establishments, not certified, are wholly sustained by private charity.

The number of such is 165; containing, altogether, 8,915 children.

The establishments certified, and which receive a certain sum from the Government for every child admitted, are 159. They contained, on the 31st of December, 1869, 13,650 children.

There is, therefore, a total of 319 establishments designed to receive children abandoned or already vicious, and containing, together, 22,565 of these children.

It is easy to understand the influences which preventive measures like these must have on criminality. In seeking thus to cut up the evil at its roots, we may hope, if not to extirpate it completely, at least, to combat it with success, and to hinder its further development.

Let us now examine, more in detail, the workings of this vast system of measures for the protection of children against moral contagion.

It is the law which presides over this beautiful organization of refuges, industrial schools and schools of reformation; or, rather, it is the law which encourages and promotes the founding of these establishments. The law provides that any person who finds a child begging, vagrant, without parents, or living, habitually, among thieves, may take him before a magistrate, who, after having examined the case, may send him, according to his age, to an industrial or reformatory school.

It is this one provision of the law, making its appeal to private benevolence, that has given birth to this admirable system of preservative efforts for abandoned childhood. London alone, as has been already stated, contains more than eighty of these establishments; and the others form a vast network thrown over the whole country. Some of these institutions are due to the initiative of one or two persons solely, who have founded them from their individual means. Others owe their existence to benevolent societies. A single one of these societies, at the head of which is found Lord Shaftesbury, whose name is associated with so

many works of Christian philanthropy, provides for 630 boys and girls in its asylums, and for the instruction of 632 children in its ragged schools.

A general society has been formed to serve as a centre to all these philanthropic enterprises, to aid such of them as may be lacking in resources, and to stimulate the creation of new ones. This society has taken the name of the Reformatory and Refuge Union.

Such is the work done in England for the redemption of childhood. One part of the work has taken a form somewhat original. The law has been referred to, which permits any person to bring abandoned children before a magistrate, and have them sent to an industrial school or a reformatory. But few would or did take the trouble. Occasionally, some devoted man made an isolated effort to snatch these imperiled children from perdition. That was all.

It was from Sweden, a country far advanced in her school system, that the idea first came of establishing a special agency, charged with gathering vagrant and abandoned children. In every district of Sweden there is found an agent called "the Persuader," whose mission is to look after those children who are without family or whose parents are in prison. If he succeeds in his mission, if he *persuades* the children to follow him, they are placed in special schools, and of these children, who, without such persuasion, would have become scourges to themselves and to society, are made useful men.

An English traveller, who had witnessed the working of the system in Sweden, and found it admirable, recommended it to the Reformatory and Refuge Union, and thus the Swedish system came to be established in England, with the exception of being entirely independent of the Government.

The English Persuader of children seeks them in the streets. He visits the ragged schools, the refuges, and the other houses of this sort, to secure the coöperation of the masters. Having no official character, he was at first regarded with distrust by the authorities, but this sentiment ceased when the benefits of the system were perceived; and the official reports of the Union attest the value of this excellent institution. More than one thousand children rescued by this agent from the temptations of poverty and the demoralization of evil associations, have been placed in industrial schools, which to many, it is reasonable to expect, will prove the turning point of their lives.

The Englishman when in Sweden, inquired whether the care of the children picked up in the streets and highways was not very costly. The reply given was: "It is very costly, but not dear. We Swedes are not rich enough to let a child grow up in ignorance, misery and crime, to become afterwards a scourge to society and a disgrace to himself."

Various questions were discussed at the Congress, bearing on the prevention of crime by legislative enactment, as applied to certain modes of punishment for certain offences, etc., etc.

Among these was the question of the propriety of corporal punishment, as a substitute for fine and imprisonment in certain cases. In the penal code of England, the lash still figures as a means of public punishment. To most Americans and Europeans it seemed strange to hear Christian gentlemen of culture, and of acknowledged philanthropy, advocate its retention. It seemed to be very generally thought in England that certain crimes (wife beating, particularly), could be adequately punished in no other way. It was pointed out that a process inherently brutalizing could not tend to make a brute a man; but this suggestion appeared to carry little weight with the

partisans of the system, which they considered efficacious and just. It was further urged that in the particular case of wife beaters, a flogging would not be apt to produce that soft and gentle frame of mind conducive to conjugal harmony; and an American lady delegate, speaking for her sex, said that every woman would thank the law more for so punishing her brutal husband as to return him to her a changed man than to send him back, his mind and body still smarting under disgrace and pain, to wreak upon her the vengeance he could not glut upon those who had given him so vivid an exemplification thereof.

On the general question of length of sentences, longer or cumulative punishments were urged for inveterate petty offenders. It was shown that in many English prisons (as in our own) the same offenders were recommitted, scores and even hundreds of times, undeterred and unreformed. Count da Foresta, of Italy, thought it possible to replace short imprisonment and the non-payment of fines by forced labor without privation of liberty. He approved of sentences of day labor for petty offences; the delinquent to be kept at work day after day, until a certain amount of work had been performed, but permitted, under due security, to return to his family at night. This plan, he thought, would obviate much of the injustice that inevitably takes place under the ordinary system of fines. The idea is at least a novel one, and would seem worthy of consideration.

The propriety of the abolition of imprisonment for life was considered at some length. Baron Von Holtzendorff, long known as the most eminent criminal jurist of Germany, thought that if capital punishment were abolished, life sentences could not be. He was of opinion, however, that such sentences were valuable chiefly for their deterrent influence; and that when awarded for any crime not capitally punishable, the hope of conditional pardon should be held out as an incentive to reformation. The idea of con-

ditional pardon was also favored by some of the English members, who thought that a life sentence should be passed, but after a time the prisoner should be allowed to go and earn his living, but under the constant supervision of the police, who should return him to the prison if they found him falling into evil courses.

II.

THE REPRESSION OF CRIME.

It is impossible to go much into detail on the different systems of repression, which were presented and discussed before the Congress of London. A short summary is all that can be attempted. Many incidental questions sprang up in the progress of the debates. Are large or small prisons preferable? Ought prisoners to be classified? Should *penal*, as distinguished from *industrial*, labor be imposed on prisoners? All these questions, and others of a collateral and accessory character, gave rise to interesting discussions; particularly those relating to corporal punishment and penal labor.

The attention of the Congress, however, was mainly devoted to the various systems of prison discipline, in operation throughout the countries represented there. A *résumé* of these will first be attempted, after which a brief notice may be given of debates on the minor points brought forward.

Four systems of repression were developed by the discussions, *viz* :

1. The cellular system, or that of Philadelphia;
2. The congregate system;
3. The Crofton, or Irish system;
4. The English system of penal servitude.

M. de Tocqueville made France acquainted with the cellular system. The favorable reception given to that system by the Chamber in 1840 is well known, despite the large expense its introduction would necessarily entail in the alteration of old prisons, and the building of new ones.

The prison of Mazas, commenced in 1844, was finished in 1849; but after 1848 ideas took another turn. Doubt had seized many minds. The public recoiled from the terrible thought of isolating a man, for long years, from the society of his fellows. It recoiled, most of all, before the question of expense, and finally, in 1853, the system was abandoned.

In Belgium, the system has been in operation for many years, and in the opinion of M. Stevens, Inspector-General of Prisons, the results have justified its retention.

It was pointed out that experiments made in England had shown it ill-adapted to the ends required from a prison system, and most of the American delegates joined with the majority of the English and other European members in thinking it an undesirable system of discipline. It is the prison of Philadelphia that has given its name to the system, and, strange to say, it is to-day the only prison in America in which the system is rigidly applied. It was abandoned long ago in New Jersey and Rhode Island, where trial was made of it; and now it has been given up even in Pittsburg, where, in place of the rigorous cellular separation which had been practiced there for half a century, have been substituted common workshops, an associated school, and a chapel where all meet together. These changes, it is claimed by those in charge of the institution, have worked the greatest benefit.

It is the congregate system, which, I need hardly say, prevails generally in the United States. It consists in isolating a prisoner during the night only, and in making him labor in association, but in silence during the day.

But, at the present moment, the current of public opinion seems to be setting in the direction of the Crofton system, at least in a modified form. And it was evidently this system which was most favorably viewed by the Congress of London.

Sir Walter Crofton, its originator and organizer in Ireland, favored the Congress with a detailed and luminous exposition of the system, which, stated in the shortest terms, is as follows :

The Crofton system has three stages.

FIRST STAGE.—Cellular imprisonment for eight or nine months, according to the conduct of the prisoner. This stage is strictly penal, and the punishment has a character of great rigor.

The labor required is rude, and the rations furnished are moderate, and not very substantial. The aim of this rigor is to cause the prisoner to enter as it were into himself, to induce him to reflect upon his past life, and to produce upon his spirit a strong and lasting impression. In this stage he is made thoroughly acquainted with the whole system, and especially with the advantages he may gain by good conduct and industry in the succeeding stages.

SECOND STAGE.—In this stage the prisoner works in association, but has a separate cell at night. He is subjected to a much milder *régime* than in the first, and his situation is improved more or less rapidly according to his conduct. He receives for this, each week, a certain number of *marks*, which govern his promotion from one class to another. For the essential feature of this stage is *progressive classification*. There are four classes here ; and each advance from a lower to a higher class is attended with some change in the prisoner's condition, and an abatement of the punitive character of his imprisonment. When he reaches the fourth or highest class, the prisoner no longer

wears the prison garb, the rule of silence is relaxed, and he is employed on special works.

It is this second stage which impresses its peculiar character upon the system. It enlists the will and the efforts of the prisoner in his own reformation. It affords a decisive test of his own power of self-restraint and self-government. If he persevere in his good conduct, he is promoted from class to class; if his conduct is bad, he is put back to a lower class. The prisoner who has successfully passed through this series of proofs is adjudged qualified for the enjoyment of liberty, and, after passing an entire year in the highest class, without degradation from it through bad conduct, he is admitted into what is called the intermediate prison, which constitutes the

THIRD STAGE.—Here the prisoner, clothed in the dress of free laborers, works, like them, either in shops or in the fields. This is the apprenticeship and prelude of liberty. If he persevere to the end, he receives a ticket-of-license, and becomes conditionally free. The duration of his punishment may thus be shortened by one-third through good conduct. If, on the contrary, he behave badly, he is remitted to the associated or even to the cellular prison, to work his way back to his lost position.

The discharge on ticket-of-license forms really a *fourth stage* in the Crofton system.

This system, it is thus seen, is complete in itself, being at once penal and reformatory.

The English system of penal servitude has the same point of departure as the Crofton system: strict separate imprisonment for nine months, and a second stage in which marks are given, but on a different principle and in a different manner, industry and not good conduct being made the basis, while demerit marks are given for misbehavior. The prisoners are employed upon public works, such as the manufacture of clothing for the army, of shoes for the police,

etc. The aim here does not appear to be nearly as reformatory as that of the Crofton system ; it lacks entirely the intermediate prison, and is, consequently, without the means of testing the genuineness of the reformation, even in cases where it has apparently been effected.

Such, in brief, are the four systems (if indeed, that of England, penal servitude, is entitled to the name) which were developed before the Congress.

In those countries, upon the continent, which have adopted any penitentiary system, the only systems in operation are the cellular system of Philadelphia, and the congregate system (the latter under various modifications). In Belgium, as has been said, complete success is claimed for the former plan, on which the majority of the prisons are conducted. M. Stevens, the able Inspector-General of prisons for that country, declared in the Congress that it had reduced the number of prisoners by one half, and the number of *recidivists* to six per cent.

But it was said by continental delegates that the want of any well-defined system is the dominant fact in most of the European states ; and it was further admitted, and even contended, that the want of system in the repression of crime is worst of all. It was said that if the Congress of London should have the effect to put an end to this state of things, it would be no trivial service to the cause of penitentiary reform in Europe.

Corporal punishment as a means of enforcing prison discipline, is practiced in England, and, to a limited extent, in this country and in Germany. The Germans and most of the Americans did not hesitate to condemn the use of this punishment. But most of the English delegates defended their system, pleading the necessity of a vigorous repression for prisoners of a grosser nature and a more hardened character. They admitted that corporal inflictions were objectionable in themselves, and averred that they

were used as seldom as possible, but thought their retention necessary as a means of intimidation. The neutral ground between these two extremes was also urged upon the Congress by some, who, while believing it entirely possible to conduct a prison without resort to this means, still were of opinion that, having appointed to the control a thoroughly capable and humane man, the entire conduct of the institution should be placed in his hands, without any restriction whatever.

Penal labor, as practiced in England and India, was severely criticised by the foreign representatives and by some Englishmen, particularly by Sir John Bowring, Mr. Frederick Hill, Mr. Tallack, and Captain Colville, the latter for sixteen years the governor of Cold Bath Fields prison,—the largest in London, containing an average of 2,000 inmates. The name of penal labor is given to all labor required of the prisoner as a part of his sentence, not as a punishment for bad conduct. It is not productive, and its sole object is to weary those of whom it is exacted. It exists under various forms, but the chief of these is the *treadmill*, a huge wheel which the prisoners are obliged to turn in concert. It is a fearful punishment; and no one who has witnessed it can ever forget the expression of extreme fatigue depicted on the countenances of those who were undergoing it.

It will be readily believed that vehement assaults were made in the Congress on this relic of a bygone age. Captain Colville, the officer above mentioned, said that he had the largest treadwheel in England in his prison, but that he had never known any man to be the better for the infliction. On the other hand, serious accidents repeatedly occurred. Thus, very lately, a prisoner confined for a slight offence broke both his legs on the treadwheel in that prison.

Captain Du Cane observed that the punishment is inflicted much more with a view to hold back from crime the great number of possible criminals, than to produce an effect upon the criminal himself.

No doubt *intimidation* on the one side, and *reformation*, on the other, are the two elements of public punishment. The English system contains both, but the emphasis is laid on the first. The two elements should be combined in just proportions. The principle of intimidation, applied in excess, would carry us back to barbarism; that of reformation alone would be ineffectual. The treatment to which the prisoner is subjected ought to be at once penal and reformatory. This principle is the corner-stone of every rational system of repression.

A very able paper on "Remunerative Prison Labor," was prepared for the Congress by Mr. Frederick Hill, (for eighteen years inspector of prisons). He referred particularly to the numerous self-supporting prisons of this country (not merely for long-term inmates), some of which — as the Albany Penitentiary — return a net revenue to the community. Mr. Hill said that at the time that he held office in Scotland, it was the rule for every prisoner to have a daily task allotted to him, on the principle of piece work, sufficient to occupy him, with fair industry, for *ten hours*; with a provision that all that he might earn beyond, whether by unusual diligence, or by working overtime, should be his own; though its disbursement was subject to the control of the governor. Under this rule, it was a common thing for a prisoner to raise a little fund for himself, and it was not uncommon for him to spare part of this fund, during his confinement, for the relief of his family; employing the residue, on his liberation, in supporting himself till he could get work, and in the purchase of tools and clothing. The results of this system were found to be most satisfactory in every way; but of

late years there has been a retrogression, and the merits of unproductive penal labor have been strangely magnified by many authorities.

I need not here repeat my life-long belief that profitable industry is the basis of every rightly administered prison system. I was happy to have an opportunity to give utterance in the Congress to these views, founded, as they are, on twenty years experience at an institution which, during all that time, has been more than self-supporting; and on an experience of a nearly equal duration at the head of the state prison of Connecticut, with results altogether similar. It has been the result of my observation, and I so stated at London, that in those prisons where pecuniary profits are neglected, the *moral care and condition of the prisoners are also inferior*.

Count Sollohub, of Russia, gave a most interesting account of his great industrial prison at Moscow, where the inmates are compelled to work diligently at acquiring a trade, and allowed a considerable share of the profits. Large numbers of his former charges are now earning an honest livelihood in towns and villages, by trades entirely learnt in the prison; and out of 2,100 men discharged, only nine have returned.

Dr. Frei, the delegate to the Congress from the Austrian Government, said that in that country the industrial system was the rule.

It was also gratifying to learn that industrial labor is carried on in the prisons of India. Dr. Monat, for many years inspector-general of prisons in Bengal, stated that in that province forty per cent. of the cost of maintenance was paid for out of the labor of the prisoners, all of whom were taught some useful handicraft while in prison.

The important question of the propriety of establishing training schools for prison officers was also brought before the Congress. Dr. Guillaume, director of the prison at

Neufchatel, Switzerland, urged strongly that schools should be established for the moral and religious training of such officers. The English and Belgians, however, while agreeing that a careful training was desirable, thought that such a training was best obtained in the prison, in which opinion I fully concurred. Nearly all, however, appeared to agree that the chief officer ought not to be, as a general rule, one who has merely risen from the ranks of the subordinates, but should be a man of some education and cultivated mind, who has distinguished himself in other matters by knowledge of character, tact and discrimination. Dr. Wines brought to the attention of the Congress, the example of M. de Metz, director of the reformatory of Mettray, France, one of the most, if not *the* most successful of the reformatories in the world. M. de Metz has long trained up successive classes of young men in an institution connected with his reformatory, called the preparatory school, specially to take the place of officers therein, and considers this plan far superior to that of taking as officers new and inexperienced men. Indeed, he avers, that if the preparatory school should be abolished, Mettray itself would be destroyed.

Numerous other questions, both interesting and important, relative to the general subject of prison discipline, were discussed at greater or less length. Such were the questions of centralization of authority, inspection of prisons, their proper size and construction, prison education, the treatment of juvenile offenders and of adult prisoners on reconviction. It would be impossible, in the limited space within which it is necessary to compress the present paper, to give even a passing notice of the discussions on these and various other questions. It will be necessary, therefore, to pass at once to the third branch of the deliberations of the Congress, that is :

III.

THE TREATMENT OF THE PRISONER AFTER HIS
LIBERATION.

It is, perhaps, to be regretted that more time was not set apart by the Congress for the discussion of this most important phase of the question, *how to treat crime?* The temptations which surround a prisoner upon his discharge are too well known to require rehearsal. Measures, both direct and indirect, to remove or overcome these temptations were discussed by the Congress.

Among the indirect means, were considered the supervision of the liberated prisoner, and the repression of the criminal capitalists; although this latter topic would seem to have fallen more naturally among preventive measures.

Mr. Edwin Hill (brother of Frederick Hill, and another member of a family whose celebrity for philanthropy and talent is world-wide), a gentleman who has for many years carefully studied this branch of penology, read to the Congress a most valuable and interesting paper on criminal capitalists. He considered the public mind to be at fault in not having as yet grasped the all-important truth that crime upon a large scale is a craft, necessarily so far organized that capital and labor can play their respective parts in it, just as in other crafts; our immediate and hostile contact with the active depredators having blinded us to the fact, that but for the support afforded them by certain "criminal capitalists" in the background, these depredators would be unable to carry on their criminal practices; for to these capitalists they must needs look for houses in which to dwell,—for flash houses in which to congregate,—for the means of cashing their booty; and also for the means of obtaining burglarious and other instruments used in the perpetration of crime.

A predatory class, said Mr. Hill, could never have established itself in any place wherein the aid of capital had, from the first, been steadily denied it. Nor can we doubt that in the places where now the aid of capital is not withheld, its total withdrawal must utterly disorganize the class, the speedy extinction of which must necessarily follow.

He instanced two distressing evils which, amongst others, would in such case be happily prevented; viz: 1st. The birth and nurture of children so encompassed by criminality as to be, practically, without a chance of escape; and, 2d. The street corruption of honest men's children, by bad company, and by the enticements to pilfer, offered by the unprincipled purchasers of petty pilferings.

The want of success met with, by society, in attempting to extinguish criminality by laying hold, and finally disposing of the operative criminals, was urged as an inducement to try the other plan of compelling the withdrawal of the supporting capital,—seeing that its owners are few, and more open to attack than the operatives, of whom society has failed in its long-continued attempts, to rid itself.

Changes in the law were suggested for the purpose: 1st of deterring all who have the control of house property from suffering it to be infested by the law-breaking classes; and 2d, of suppressing the booty market, by making that easy which is now all but impossible, viz., the conviction of receivers of stolen goods, and, generally, of mulcting all capital found to be engaged in aiding criminals; and applying the proceeds towards the heavy expenses incurred in the repression of crime.

Police supervision of discharged prisoners is a prominent feature in the English and Irish penal systems. Mr. Baker, an English philanthropist of high repute, in a paper on this subject, prepared by special request of the

International Committee, thus succinctly stated the main features of the system :

“To sum up as shortly as possible, our law is at present that any one convicted of felony for the second time may be sentenced, in addition to imprisonment, to not more than seven years’ police supervision. The supervisee must report himself every month to the police, or to some person appointed by them to receive his report. He must notify change of residence to the police of the district he leaves, and of that to which he comes. So long as he does this the police are kind friends to him, will often find him places of work, and will supply him with money sent by Discharged Prisoners’ Aid Societies. The system is kind to the supervisee, because, without hindering or interrupting his work, it keeps the kind guidance over him which a man of infirm honesty requires. It is self-adapting, leaving him free so long as he works steadily, and only becoming harsh when he goes wrong. It secures the public for seven years instead of one. It allows the imprisonment to be shortened by half, and therefore saves one half of the expense.”

Whether a system such as this would be found to work successfully in this country, may be doubted. It is not proposed to enter into any discussion of this point, but it has seemed worth while to present a synopsis of a scheme as interesting everywhere as, in this country, it would be novel.

The question, “how best directly to aid discharged prisoners?” was introduced in a special report made by Mr. Murray Browne, Secretary of the Discharged Prisoners’ Relief Society of Middlesex.

To England, as has been already shown, belongs the honor of having established a comprehensive and successful system of preventive and reformatory institutions; to her equally is due the honor of establishing a system of

measures for aiding discharged convicts, adapted to effect, and which has actually effected, very important results.

In both cases, it is upon private benevolence that the Government relies for the application of these measures. Its part in the work consists in making its appeal to this benevolence, and in fostering it by pecuniary grants.

The English law provides :

1. That persons sentenced to penal servitude may receive, on their discharge from prison, a sum not exceeding fifteen dollars.

2. That persons sentenced to short imprisonments may receive not exceeding ten dollars, to be granted by the visiting justices of the county.

The sum thus awarded to the prisoners is not placed directly in their hands; it is confided to aid societies which occupy themselves with the care of discharged prisoners. A provision of law like this could not, it will be seen at a glance, fail largely to stimulate the work of patronage, as the aid to liberated prisoners is called in Europe. The discharged prisoner, not receiving himself the money appropriated to his use, misses the temptation of dissipating it in foolish expenses. The aid society, on its part, has in its hands, as it were, a guaranty of the good conduct of its *protégés*. It is obligatory upon the society to justify, in every case, the employment of the sum received, although it often happens that the amount is insufficient to cover the entire cost of the assistance granted.

The most important of the societies for the aid of prisoners discharged from convict prisons is that of Middlesex, already noticed, which furnishes assistance to about 500 annually. Since its organization, in 1857, it has aided not less than 7,064 prisoners, male and female. The societies established in other countries aid this class of prisoners also; but their special work is to assist those liberated from the county and borough prisons. This work is of

even greater importance than the other, since it is exercised in favor of a large number. The number aided annually by thirty-six societies amounts to some 6,000. One society alone — the Metropolitan Society of London — which gives its attention solely to prisoners sentenced to short terms of imprisonment, extends the benefit of its protection to 600 discharged prisoners yearly.

All these societies, as has been before stated, are the fruits of private benevolence. A part of their resources are the result of voluntary contributions. Some have thus far received no subsidy from the Government. But most of them have a *semi-official* character, in virtue of the legal provision which confides to them moneys received from the prison authorities.

The assistance given differs according as it is granted to men or women.

That accorded to men consists in measures taken with a view to procuring them work immediately after their liberation. While awaiting employment, food, lodging, and necessary clothing are furnished. Two societies, however, have founded each a refuge for men. One of these deserves special mention. It has an average number of thirty-three men, occupied in making mats. It is the Industrial Home of Wakefield. During upwards of seven years, this establishment has received 92 beneficiaries. The proceeds of their labor have sufficed to defray all expenses, and the men commonly earn a surplus of a few shillings each weekly. On the 30th of September, 1871, there was in the treasury between \$4,000 and \$5,000 of surplus earnings.

The assistance given to women is solely through the agency of refuges. It is, in fact, difficult to find employment at domestic service for a woman immediately upon her release from prison. She must be subjected to some preliminary probation; discharged female prisoners them-

selves feel the necessity for this support, which preserves them from fresh temptations. Hence, they seek the interposition of aid societies in much larger proportions than men. Assistance is offered to all, but forced upon none. An official table for 1871, submitted to the Congress, informed us that of 276 females discharged from Milbank, Woking, and Fulham, 205 persons presented themselves to aid societies; whereas out of 1396 men released from the convict prisons of England, only 644, or less than one-half, had sought their assistance.

I have spoken somewhat at length, and in detail on the treatment of the prisoner after his liberation in England, because it is that country which affords us the most comprehensive and complete system of patronage anywhere to be found. The other nations represented in the Congress have entered on the same path, but they are not yet so far advanced in it. Our own country has much to do, in this direction, before she will even approach England in what I have ever regarded and spoken of as the essential complement of any and all good prison systems.

We have but four really efficient organizations of this sort:—The Prison Association of New York, the Philadelphia Prison Society, the California Prison Commission, and the Maryland Prisoners' Aid Society. The newly organized National Prison Association has charged itself with the work of creating, or rather of seeking to procure the creation, of such organizations in all the States of the Union.

Now that the Prison Congress of London is over there will, doubtless, not be wanting some who will pronounce it a failure. A large number of eminent men have come together, and no new and grand discovery is made, no

system has been agreed upon, which shall be universally adopted, and shall root out crime from the earth.

Such is, in my opinion, but a very superficial view, and unworthy of those who properly appreciate the gravity of the subject, and the slowness with which are made all great social advances, save those effected by revolution and by the sword. Eminent and earnest men have met each other: Protestant and Catholic, Mohammedan and Jew, Christian and Pagan met upon the common ground of their humanity, and conferred together upon questions of vital import to all. The man of hereditary rank added new dignity to his name and lineage while pleading for his less fortunate and erring brethren; and the mitre of the bishop, shone with fresh effulgence as he lent his presence and aid to the deliberations of those who, without distinction of creed, were seeking simply for the best means to uplift fallen humanity. On no object could human energies be more worthily employed. And while the vices, and misfortunes and crimes of this same fallen humanity were sought to be made the fulcrum on which to uplift it, it was gratifying to observe that (so broad was the spirit of philanthropy animating the members), men of all creeds felt that here they could work in concert, and gratify their noblest aspirations, without sacrificing a single dogma of their theology.

This, in itself, was much, yet more practical results may be expected to flow from the Congress. It has brought about an interchange of ideas that could have been effected in no other way. The sight of goodness in others begets goodness in the observer; and men who have hitherto known little of each other's systems have learnt to value each other's good points and to see their own shortcomings. And although no detailed system was definitively recommended by the Congress, it may be regarded as no trivial result that such a body, gathered together, literally, "from

the ends of the earth," comprising men of the highest ability from Europe, America, Asia and Australia, should have decided, with scarcely a dissenting voice, upon a declaration of principles covering all the cardinal points of prison discipline.

These principles epitomized by the International Executive Committee, and submitted in their final report at the concluding session of the Congress, are as follows;

1. The protection of society is the object for which penal codes exist and criminal treatment is devised; but such protection is not only consistent with, but absolutely demands, the enunciation of the principle that the moral regeneration of the prisoner should be made a primary aim of prison discipline.

2. To attain this aim, hope must always be a more powerful agent than fear, and hope should therefore be constantly sustained in the minds of prisoners by a system of reward for good conduct and industry, whether in the shape of a diminution of sentence, a participation in earnings, a gradual withdrawal of restraint, or an enlargement of privilege. Hence, a progressive classification of prisoners should be adopted in all prisons designed for the punishment of criminals.

3. In the treatment of criminals, all disciplinary punishments that inflict *unnecessary* pain or humiliation should be abolished; and the penalties for prison offences should, so far as possible, be the diminution of ordinary comforts, the forfeiture of some privilege, or of a part of the progress made towards liberation.

4. Moral forces and motives should be relied on, so far as is consistent with the due maintenance of discipline; and physical force should be employed only in the last extremity.

5. Nevertheless, unsuitable indulgence is as pernicious as undue severity. The true principle is to place the prisoner — (who must be taught that he has sinned against

society, and owes reparation) — in a position of stern adversity, from which he must work his way out by his own exertions. To impel the prisoner to this self-exertion should be the aim of prison discipline, which can never be truly reformatory, unless it succeed in gaining the will of the convict. Prisoners do not cease to be men when they enter the prison walls, and they are still swayed by human motives and interests. They must, therefore, be dealt with as men, that is, as beings who possess moral and spiritual impulses, as well as bodily wants.

6. Of all reformatory agencies, religion is first in importance, because it is the most powerful in its action upon the human heart and life. Education has also a vital effect on moral improvement, and should constitute an integral part of any prison system. Steady, active and useful labor is the basis of a sound discipline, and at once the means and test of reformation. Work, education, and religion are consequently the three great forces on which prison administrators should rely.

7. To carry out these principles, individualization becomes essential; prisoners, like other men, must, as far as may be, be treated personally, and with a view to the peculiar circumstances, and mental organization of each.

8. To apply such a system, prison officers are required who believe in the capacity of prisoners for reformation, and enter heartily into that work. They should, as far as possible, receive a special training for their duties, and should be organized in such a gradation of rank, responsibility, and emolument, as may retain experience and efficiency in the service and lead to the promotion of the most deserving.

9. But if a sound system of prison discipline be desirable, it is no less expedient that the prisoner, on his discharge, should be systematically aided to obtain employment, and to return permanently to the ranks of honest,

and productive industry. For this purpose a more comprehensive system than has yet been brought to bear seems to be desirable.

10. It is in the field of preventive agencies, such as general education, the establishment of industrial and ragged schools, and of other institutions designed to save children not yet criminal but in danger of becoming so, that the battle against crime is in a great degree to be won.

11. In this, as in the general question of the reclamation of the guilty and erring, the influence of women devoted to such work is of the highest importance.

12. The system of criminal statistics now in force stands in urgent need of revision. Greater uniformity should be secured, and means should be taken to ensure a higher standard of accuracy and trustworthiness in this branch of the statistics of different countries.

VISITATION OF PRISONS.

As has been already implied, ill-health and want of time prevented my making as thorough and extended an inspection of prisons while abroad as I could have desired.

The wish, however, to examine into the practical operations of the English and Irish prisons was too strong to be wholly disregarded; and the prisons of Mountjoy, Spike Island and Lusk, in Ireland, and that at Chatham, in England, were visited, and their internal workings thoroughly inspected.

The main features of the Irish or Crofton system have been already mentioned, and need not be described here. The prison at Mountjoy is designed for the reception of prisoners while undergoing the *first stage* of their imprisonment; from here they are sent to Spike Island, and

thence, if their conduct merit it, they go to the intermediate prison at Lusk.

All these institutions are models of cleanliness and perfection of appointment.

The prison at Lusk presents no external feature indicating its character as a place of punishment. It comprises three buildings, — two of them being built of iron. One of the iron structures is designed for sleeping, the other for meals and lessons. To this latter is attached the third building — a small cook-house. A farm is connected with the prison. No fixed amount of work is required; but if the inmates are not industrious, according to their several capacities they are sent back to Spike Island, or even to Mountjoy.

For the purpose of inspecting the prison at Chatham in England, a special train was placed at the disposal of the International Committee, on which, for the purpose of this visit, I represented the United States.

This prison is a vast establishment, containing, at the time of our visit, 1684 convicts. The cell house is built in six halls, radiating from a common centre, each hall containing from 258 to 316 cells, the dimensions of which vary from 5ft. \times 7½ft., to 7ft. \times 9ft. The ventilation is good. The furniture consists of a hammock, a bench, a tin water can, and a basin. Light is supplied from a gasburner placed between each two cells, protected by a “bull’s eye” of thick glass. The bathing, kitchen and hospital accommodations are ample.

The prison fare, on the day of the visit, was as follows :
Breakfast : 3 gills of cocoa and 11 oz. of bread.

Dinner : 8 oz. of shin beef made into soup with barley thickening, a good allowance of cabbage and potatoes, and a small quantity of bread.

Supper : 1 pint of gruel.

It will be seen that this fare is of a lower quality, and less abundant in quantity than the ordinary prison diet in this country. Indeed, in some European prisons the food is designedly insufficient for the full and healthy support of the prisoner. I believe this to be a mistake. While no luxuries or unnecessary indulgence should be allowed, I am of opinion that there should be provided an ample quantity of plain nourishing food, sufficient to keep the prisoner's health and strength unimpaired, and of variety enough to prevent any disease or suffering consequent on too long a use of one description of diet.

The prisoners are employed on the dock-yard extension of the Chatham Navy Yard. Their labor comprises the various operations of digging, puddling, stone dressing, brick making, etc., etc. The work is all done on account of the Government, and, of course, brings no actual money-income, though its absolute value is very considerable.

I cannot say that I approve this system of labor for prisoners. It necessitates the employment of a very large staff of officers (the number of officials at Chatham, including warders and guards, being 232), and thus greatly increases the expense. Besides which, it puts in the convict's hands no means of earning a livelihood on his discharge. He should be taught or exercised in some regular trade or occupation, for whose products there is a constant demand outside, and on which he can rely for support. By so doing, a long step will have been taken towards producing that reformation of character which is one of the main objects of imprisonment.

Flogging and the dark cell are the punishments employed, there having been 32 inflictions of corporal punishment during the year.

The only prison inspected in France was that of *La Santé*, at Paris, where we were received with great courtesy by the chief officer, or director.

This prison contains 1,000 cells, and at the time of our visit there were 1,100 prisoners. Both the cellular and congregate systems are in operation here, and prisoners may be transferred from the one class to the other on showing sufficient cause.

The diet varies according to the constitution and habits of the prisoners; those from the northern part of France receiving more meat, while those from the south have more bread, gruel and soup.

No corporal punishment or harsh language is allowed. The dark cell and partial deprivation of food are the only punishments used.

Those prisoners who undergo the congregate system of discipline work in shops at various trades. Those confined on the cellular system work in their cells, which are large, and are usually furnished with lathes, &c., for working. There seemed to be less restriction with regard to talking in the shops than I had expected to see, and I was somewhat shocked at the rudeness of the prisoners' deportment.

It was a matter for regret that I could get little or no information as to reformatons among the convicts, or as to their earnings, or the expenses.

I left the prison, feeling that, while admirably managed in many particulars, a little of our Albany discipline in the congregate class would cause it to approach much more nearly my idea of a model institution.

All which is respectfully submitted.

AMOS PILSBURY.

ALBANY, *November 1st, 1872.*

